

Message Text

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SUBJECT: CONSULAR PACKAGE ADDENDUM

REF: STATE 159792

TOKYO PLS PASS USTS AND INS

1. TERMINATION OF GUAM GROUP VISA (GGV) EXPERIMENT WILL IMPOSE ADDITIONAL WORK LOAD EQUIVALENT TO 10,000 REGULAR VISAS YEARLY. POST'S EXPERIENCE HAS BEEN THAT EACH GGV NAME CAN BE PROCESSED IN HALF NORMAL TIME AND WE EXPECT MINIMUM 20,000 GGV-TYPE TRAVELLERS IN FY 75. IN FY 74 POST ISSUED MORE THAN 25,000 VISAS PER LOCAL VISA EMPLOYEE. HENCE, AT PRESENT RATE, TERMINATION OF GGV IMPOSES ADDITIONAL WORK LOAD OF TWO-FIFTHS OF A LOCAL EMPLOYEE (800 HOURS). ADDITIONAL BURDEN ON AMERICAN PERSONNEL IS MINIMAL SINCE MACHINE SIGNATURES INTRODUCED.

2. AS POST NOTED IN ITS 1976 CONSULAR PACKAGE, ITS 153 OF MARCH 11 AND 236 OF APRIL 11, AND IN SEMI-ANNUAL WORK LOAD REPORT (A-6, "STAGFLATION" IS RAISING HOB WITH JAPANESE TRAVEL PATTERNS. POSSIBLY TOTAL VISA DEMAND IN FY 75 WILL BE ONLY A FEW PERCENTAGE POINTS ABOVE FY 74; HOWEVER, IT COULD BE, AS TOKYO ESTIMATES IN ITS CONSULAR PACKGE, UP 25-30 PERCENT. IT IS RAPIDLY BECOMING CLEAR, HOWEVER, THAT JAPANESE TRAVELLERS

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ARE INCREASINGLY SOPHISTICATED AND COST-CONSCIOUS. THEY ARE

LESS AND LESS WILLING TO APPLY THROUGH TRAVEL AGENTS (WHO LEVY A SIZEABLE FEE) AND LESS AND LESS LIKELY TO SETTLE FOR ESCORTED PACKAGE TOURS. PREVIOUSLY FOREIGN TRAVEL WAS A PRESERVE OF ESTABLISHED, MIDDLE CLASS JAPANESE. NOW WE ARE SEEING A RISING PERCENTAGE OF YOUNG, UNSETTLED AND FINANCIALLY UNSECURED APPLICANTS. HENCE, OUR NEED TO SCREEN MORE THOROUGHLY THE BONA-FIDES OF NON TOUR GROUP NIV APPLICANTS COULD BECOME A MATTER OF MAJOR IMPORTANCE.

3. CONSULATE GENERAL BELIEVES THE BEST SOLUTION IS WAIVER OF VISA REQUIREMENT FOR JAPANESE PACKAGE TOUR VISITORS TO GUAM (15 PERCENT OF OUR VISA DEMAND) AND TO HAWAII (50 PERCENT). GUAM POSES SMALLEST POSSIBLE RISK, AS ALL TRAVELLERS FROM GUAM TO US PROPER MUST PASS AGAIN THROUGH THE INS BARRIER.

4. POSSIBILITY OF ALLOWING PACKAGE TOUR VISITORS INTO HAWAII ON JET AGE EQUIVALENT OF "SHORE PASS" ALSO DESERVES CAREFUL STUDY. AT PRESENT WE NORMALLY ISSUE FOUR YEAR VALIDITY B-2: WE SCREEN ALL APPLICATIONS CAREFULLY, EVEN SO, THERE IS NO WAY UNDER PRESENT SYSTEM TO INSURE THAT A PERSON WHO VISITS U.S. FOR FIRST TIME ON 8-DAY HAWAII TOUR WILL NOT SUBSEQUENTLY OPT TO RETURN AS ILLEGAL IMMIGRANT (AS SOME INS CHANGE-OF-STATUS NOTICIES SEEM TO REFLECT). IF ESCORTED PACKAGE TOURISTS ALLOWED INTO HAWAII ON 10 OR 15 DAY NON-CONVERTIBLE "SHORE PASS," HOW MANY WOULD DARE ATTEMPT TO REMAIN WITHOUT VISA? WOULD AIRLINES CARRY AN UNVISAED TOURIST TO THE MAINLAND? WHAT TRAVEL AGENT WOULD CHANCE DENIAL OF RIGHT TO OBTAIN VISA FOR CLIENTS -- OR RIGHT TO BRING TOUR GROUPS INTO HAWAII -- BY FAILING TO REPORT A DISAPPEARANCE IMMEDIATELY? IN SUM, POST STRONGLY BELIEVES A "SHORE PASS" SYSTEM WOULD ENHANCE CONTRL OVER JAPANESE VISITORS. CERTAINLY IT WOULD SOLVE POST'S MANPOWER PROBLEM FOR FORESSEEABLE FUTURE.

5. IN ADDITION, WAIVER OF VISA REQUIREMENT FOR GUAM AND HAWAII WOULD MAKE TRAVEL THERE BY FREE-SPENDING JAPANESE SOMEWHAT MORE ATTRACTIVE RELATIVE TO EUROPEAN AND OTHER ASIAN DESTINATIONS.

6. UNLESS DEPARTMENT SEES A FLEXIBLE,SIMPLE SYSTEM LIKE THAT UNCLASSIFIED

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DESCRIBED ABOVE FOR HAWAII AND GUAM LIKELY IN THE FORESEEABLE FUTURE, POST IS COMPELLED TO REPEAT ITS REQUEST FOR ADDITONAL LOCAL PERSONNEL. POST NEEDS ADDITIONAL LOCAL VISA CLERK URGENTLY NOW (AN FY 75 REQUEST) AND ANTICIPATES ACUTE PROBLEM IF THIS CLERK NOT AVAILABLE WHEN GGV IS TERMINATED. POST FURTHER DESIRES NOW TO HIRE VISA CLERK REQUESTED FOR FY 76 IN SECOND HALF FY 75 IF POSSIBLE. GIVEN CURRENT UNCERTAINTY, FY 76 PERSONNEL NEEDS CANNOT NOW BE DETERMINED.

7. AGAIN, UNLESS BREAKTHROUGH ON HAWAII AND GUAM PACKAGE TOURS MATERIALIZES, POST WILL REQUEST ONE ADDITIONAL VISA OFFICER (FSO-7) LATE IN FY1975. WE HAD BELIEVED THAT INSTITUTION OF MACHINE SIGNATURES SOLVED AMERICAN PERSONNEL PROBLEMS FOR SOME TIME TO COME, BUT MARKEDLY INCREASING SOPHISTICATION OF JAPANESE TRAVELLERS AND LOWER ECONOMIC STRATUM FROM WHICH MANY ARE COMING COMPELS CAUTION.

8. AS PHILOSOPHICAL NOTE ON STATE DEPARTMENT MANAGEMENT, AREN'T THERE BETTER WAYS OF SOLVING PROBLEMS THAN BY THROWING PEOPLE AT THEM?
HOLLOWAY

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